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ABSTRACT

Knowledge and awareness of how joint-management initiatives can improve the operation and results of public education are the focus of this document. The synthesis is based on a 2-day conference that brought interest groups from private and public sectors together to discuss participatory leadership in public schools. Several issues are raised, among them the reason for participatory leadership, a strategy intended to delegate authority to those who actually produce the goods and deliver the services; give them a say in the day-to-day management of an operation; and tap their experience, their judgment, and their capacity for teamwork. Another issue in public schools is where participatory leadership exists; a "bottom-up" style as opposed to a "top-down" style of leadership has been used in some school districts. A third issue is how to begin participatory leadership and how to gauge its effectiveness. Conditions of alliances, views on collective bargaining, the need for new assessments, and when to adopt participatory leadership are additional topics discussed. A summary and recommendations are given. Appended is the conference agenda and information on how 11 schools/school districts achieved reform. (RR)

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U.S. Department of Labor
Bureau of Labor–Management Relations
and Cooperative Programs

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Participatory Leadership: School and the Workplace

U.S. Department of Labor
Elizabeth Dole, Secretary

Bureau of Labor–Management Relations
and Cooperative Programs
John R. Stepp
Deputy Under Secretary

BLMR 138
1990

Sponsored by:
The American Federation of Teachers
Center for Restructuring

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Bureau of Labor–Management Relations and
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Preface

Few of society's institutions so affect its destiny as its educational system. Schools transmit the knowledge and build the skills which are necessary for individuals to carry out the economic, political, and social roles necessary for meaningful participation in a democracy. In a pluralistic society such as ours, where economic and social mobility and the assimilation of diverse immigrant groups are valued, public education stands out as a major source of the personal resources necessary for equal opportunity.

Yet the public schools in this country fail in their obligation to a significant portion of our youth each year. This despite the expenditure of more tax dollars and the attention of public officials and educators, the vast majority of whose motivation, commitment, and skill cannot be seriously questioned.

This publication, however, is not about the failure of public education . . . it is about the promise. In May 1989 the American Federation of Teachers, under a grant from the Bureau of Labor–Management Relations and Cooperative Programs, gathered together more than 400 conference participants who believe that teachers, administrators, and school boards—those most often blamed for public education's failures—can join forces to make their schools respond to the needs of students and achieve educational excellence.

The Bureau is proud to have participated with the American Federation of Teachers, the American Association of School Administrators, and the National Alliance of Business in advancing the knowledge and awareness of how joint labor–management initiatives can improve the operation and results of public education. Our special thanks to the many conference speakers and workshop leaders who provided inspiration by showcasing the techniques used by private and public sector labor–management partners and by freely discussing the issues raised by their joint activities. Finally we thank the AFT's Center for Restructuring, who coordinated and carried out the conference, and the AFT's Editorial Department, who crafted this report.

John R. Stepp
Deputy Under Secretary for
Labor–Management Relations and
Cooperative Programs

Over the next decade, public education is likely to undergo the kinds of wrenching changes characteristic of other declining industries. In itself, this is not surprising. We can ill afford business as usual in a world as rapidly changing as ours. To be economically competitive, we must be certain that the kind of learning taking place in school is useful in promoting the kind of learning the new workplace demands. This, in turn, calls for new types of leadership.

The term "participatory leadership" expresses better than terms like "labor–management cooperation" the collective challenge we face. Not only do we need to cooperate, we need to participate in leading the nation's public schools into a position of global preeminence. That takes vision as well as cooperation, new allies as well as old ones.

We in the American Federation of Teachers are proud to take part in this urgent effort. The conference *Participatory Leadership: School and the Workplace* was a vital beginning to the necessary and rewarding work ahead.

Albert Shanker
President
American Federation of Teachers

Participatory Leadership in Public Schools . . . Why?

Participatory leadership is not a goal. It is a strategy for achieving a goal—efficient delivery of quality goods and services—by unlocking the human capital within the organization.

At the heart of the strategy lies common sense: Delegate authority to those who actually produce the goods and deliver the services, give them a say in the day-to-day management of an operation, and you tap their experience, their judgment, and their capacity for teamwork. The trend toward labor–management cooperation and shared leadership has grown substantially since basic U.S. industries were battered by foreign competition and high interest rates in the late seventies and early eighties. Whether it be through quality circles, labor–management committees, or regular brainstorming sessions, scores of companies, including General Motors, AT&T, Champion International, Xerox, and Honeywell, have improved their products and services by encouraging workers and managers to share workplace decision-making.

Public education is undoubtedly one of the biggest service industries in the United States, employing millions of workers and serving millions of students in more than 15,000 K–12 school districts throughout the nation. It is also one of the nation's most beleaguered industries, as a spate of landmark reports beginning with *A Nation at Risk* in 1983 clearly illustrates. For example, a recent study by the Educational Testing Service of 13-year-olds in six nations found that U.S. students rank last in math skills and next to last in science.

Can our nation's schools learn a lesson from industry? Can they use participatory leadership to deliver a product in which we all have a stake—a skilled, capable work force for the next century?

That was the focus of a two-day spring conference sponsored by the American Federation of Teachers' Center for Restructuring in cooperation with the U.S. Department of Labor's Bureau of Labor–Management Relations and Cooperative Programs, the American Association of School Administrators, and the National Alliance of Business. The meeting took place at the Omni Shoreham Hotel in Washington, D.C., on May 11–12, 1989. A copy of the conference agenda appears as Appendix I.

The attendance list was something of a feat in itself. Represented at the conference were local school boards, teachers, labor unions, superintendents, principals, government agencies, and private corporations.

U.S. Secretary of Labor Elizabeth Dole, a featured speaker at the conference, hailed the gathering as "a measure of the importance that you all place on the mission of working together to improve public education."

Although the groups represented frequently clash over appropriate educational goals and methods, the tone of the meeting was conciliatory, constructive, and frank.

Too many needless turf battles are delaying the spread of participatory leadership in schools, said Albert Shanker, President of the American Federation of Teachers. "The word 'empower' unfortunately can easily be mistaken and put into a context of taking power from one group and giving it to another," Shanker conceded. "I like the term 'participatory leadership.' It's simply the recognition that different people exercise leadership on different issues and different topics at different times."

> *"I want this partnership to be profitable for everyone, and I believe we can turn the tide, we* ***have*** *to turn the tide."*
>
> *Elizabeth Dole, Secretary, U.S. Department of Labor*

"You talk about losing power—no one *has* any power," argued Lewis A. Rhodes, associate executive director of the American Association of School Administrators. "No one is empowered in

schools today because the 'power' that we all want is to have an effect—a personal effect on kids."

> *"Participatory Leadership... It's simply the recognition that different people exercise leadership on different issues and different topics at different times."*
>
> *Albert Shanker, President, American Federation of Teachers*

For those finding it difficult to approach participatory leadership with anything but suspicion, Charles McDonald, Assistant to the Secretary-Treasurer of the AFL–CIO, noted that his organization has become a staunch supporter of participatory leadership in the workplace—both as labor representative and as manager. The AFL–CIO has negotiated employee involvement programs with the three staff unions with which it bargains.

"What we consider to be painful winds up improving the process, improves the way we organize, improves the way we bargain collectively, improves the way we offer strike assistance," McDonald said. "When we rely on the knowledge of those employees—of the field reps, the union representatives in the labor movement—it has produced tremendous results."

Achieving similar results in schools will be difficult if not impossible unless the teachers in schools are completely committed to reform strategies and are constantly involved in fine-tuning it, he said.

Bruce Goldberg, Codirector of the AFT Center for Restructuring, urged participants not to let the difficulty of the task dissuade them from exploring participatory leadership in schools. An important first step, he said, would be to conduct additional meetings on the topic of participatory leadership at the regional, state, and local levels.

> *"No one is empowered in schools today because the 'power' that we all want is to have an effect—a personal effect on kids."*
>
> *Lewis A. Rhodes, Associate Executive Director, American Association of School Administrators*

Dole suggested the hard work involved in shared leadership would pay off in the end. "There are many wonderful examples of what happens when teachers in unions are internal partners of the management of schools," Dole said. "We need to increase the number of successful examples of labor–management cooperation to improve the operation and results of public schools."

"I want this partnership to be profitable for everyone, and I believe we can turn the tide, we *have* to turn the tide. Not to succeed would spell disaster for America."

Participatory Leadership in Public Schools . . . Where?

In most K-12 schools, a "top down" style of management is still the rule. Nothing demonstrates that fact more than the sameness of K-12 instruction throughout the United States—ironically, home of one of the most decentralized systems of public education in the world. Sue Berryman, Director of the National Center on Education and Employment, told conference participants, "A survey of 1,000 classrooms across the United States found unexpected uniformity in what was being taught, how it was being taught, and the texts from which it was being taught."

Success in school is still largely a function of how well students' native learning style is suited to our inflexible teaching style: the 50-minute lecture, the six-period day, the paper-and-pencil assessment, the lockstep curriculum. For millions of students—the ones who fail, drop out, or underachieve—this is not the most effective way to learn, Shanker said.

Not every school system is home to a "one size fits all" approach to education, however. There is a small but growing number of examples where different approaches are being taken thanks to participatory leadership in schools. These institutions are managed in a "bottom up" style that gives teachers, principals, and staff a greater say in the way their buildings operate.

Marie Mastropaolo, a staff member with the AFT-affiliated United Teachers of Dade, Florida, discussed one of the most acclaimed examples: a two-year-old project called School-Based Management/Shared Decision Making (SBM/SDM) in Dade County, Florida. The program, which began with 45 participating schools, has now extended its reach to 100 of the 250 schools in this urban school district, home to a high-minority and high-poverty student population.

Most of these schools have been freed of categorical restraints, "and what they're doing is redirecting existing monies to things that they want to do," Mastropaolo explained. She listed just a few of the initiatives now underway at SBM/SDM schools: kindergarten classes based on ability levels rather than age, curricula that integrate language arts with other content areas, new computer and science labs, a center that teaches parents how to help their children succeed in school, school uniforms, and peer observation and evaluation among faculty.

SBM/SDM schools enjoy only a modest amount of additional funding. The 45 pilot schools received $6,250 each to develop a summer training program, and 26 schools deemed to have the most thoughtful and creative training proposals recently received grants ranging from $426 to $3,000. Apart from these training costs, however, SBM/SDM schools receive no additional funds.

Only 12 of the schools involved in the experiment were designated by the district as SBM/SDM locations. The vast majority were "self-selected." Principals, union building representatives, and at least two-thirds of the faculty at each school indicated that they wanted to be included in the experiment. This demonstrated willingness to participate—a requirement, in fact, for schools that wish to join SBM/SDM—gives Mastropaolo reason to hope that the program ultimately will pay off. "We believe that any attempts at district-wide mandating are chancy at best," she explained. "You can create school-based management by edict, but you can't mandate cooperation."

> *"You can create school-based management by edict but you can't mandate cooperation."*
>
> *Marie Mastropaolo, United Teachers of Dade, Florida*

The allure of the program has less to do with money than with professional freedom. The union and the district have drastically reduced bureaucratic regulation for SBM/SDM schools; the schools enjoy tremendous discretion in allocating their budgets and are often allowed to waive school board regulations or labor contract provi-

sions that might thwart the plans they've developed.

More than 100 such waivers have been granted thus far, with very few denied, said Mastropaolo. In some cases, the union and the district are pushing for waivers of state-level regulations.

Educators at each SBM/SDM school are free to set up any type and size governing board they deem appropriate. The only requirement is that the principal and the union building representative must be included on the board, and at least 50 percent of its members must be elected by faculty.

The idea is to help governing boards strike a delicate and needed balance between effective leadership and representative decisionmaking, Mastropaolo said. It helps boards remain accountable to, and in touch with, the full faculty while freeing them from having to "sell" every decision in a schoolwide vote.

"Without shared decisionmaking," says Mastropaolo, "site-based management is not an 'inverted pyramid' at all. It's just a smaller pyramid."

There also have been changes at the district level. Teachers form committees to help select and evaluate principals and assistant principals throughout the district and give feedback on their professional performance. Secondary teachers have the opportunity to attend nine-week minisabbaticals to develop and pursue individual teaching projects.

"I taught for 21 years, and I've been on the staff of UTD for 15, (and) I thought I'd seen it all," Mastropaolo said. "I thought I'd given up hope and, for the first time in a long time, I am genuinely hopeful."

A Community Responds

U.S. Secretary of Labor Elizabeth Dole told conference participants about one of the most exciting experiments in participatory leadership: the West Philadelphia Improvement Corps (WEPIC), which seeks to strengthen ties between schools and the communities they serve.

The experiment started in 1985 as a small summer project that today encompasses six public schools, serving more than 400 children and adults in West Philadelphia, Pennsylvania. WEPIC seeks not only to improve student achievement at local schools but also to turn schools into centers for community revitalization.

One key to the program: It is managed by a team of teachers and principals at participating schools, said Ira Harkavy, Director of the Office of Community-Oriented Policy Studies at the University of Pennsylvania, which is supporting the project.

Teachers must have a major say and take a leadership role in the organization of these schools, he argued. "The acronym WEPIC was chosen consciously .... the people involved choose."

Ultimately, the six public schools participating in the WEPIC project will become 24-hour-a-day, 7-day-a-week institutions that serve the needs of both the students and the entire community. Each school will be organized around a curriculum that directs youngsters and teachers into activities that can have a positive impact on the neighborhood.

As part of the project, a dilapidated row house was bought with the cooperation of the State of Pennsylvania, the Philadelphia Area Labor Management Committee, the local school district, the Philadelphia Federation of Teachers, and the United Brotherhood of Carpenters. Teachers provided a curriculum and instruction linking the skills of the building trades with academic subjects, and members of the Carpenters' union and teachers tutored students side by side in the renovation. A few seniors went on to pass the Carpenters' apprenticeship exam as a result of the program. Other projects involve landscaping, neighborhood cleanup, family care, and adult education.

"The community has been revitalized in substance and spirit," Dole said, noting that federal grant money for the project has been increased tenfold through private and community contributions.

WEPIC is supported by a coalition that includes the school district, local universities, trade unions, the Department of Labor, and State agencies. Harkavy said that the program provides a real opportunity for the University of Pennsylvania and other higher-education institutions to fulfill what is often a neglected mission: community service.

The project "is changing our compartmentalized thinking at Penn," Harkavy noted. "We have genuine partnerships with people in the real world, in the widest society."

WEPIC helps illustrate what Marsha Levine, Codirector of the Center for Restructuring at the American Federation of Teachers, called the three common goals that lie at the heart of school restructuring projects being considered or undertaken throughout the country:

- Restructured schools turn students from listeners into workers, active partners in their own education.
- Restructured schools break the silence that separates students, teachers, and administrators from one another.
- Restructured schools extend their reach so that they may better serve—and be served by—the local community.

Participatory leadership is the vehicle to achieve those goals, Levine said.

IT ONLY TAKES ONE SCHOOL

Participatory leadership does not have to start at the district level, Jill Casner-Lotto, a research editor for policy studies at the Work in America Institute, told participants. She cited the Hammond School District in Hammond, Indiana, as a good example of how a single school can start a process of constructive change that culminates in a districtwide participatory leadership program.

Hammond is the subject of a new case study that Casner-Lotto wrote for Work in America Institute's *Allies in Educational Reform* (1989, Jossey-Bass, Inc.), a new national policy study of shared decisionmaking in public schools.

In Hammond, Indiana, the process of improvement began with one school—Hammond High—which "over the past decade had experienced slipping academic achievement, high dropout rates— all the problems that urban schools experience," Casner-Lotto said. Then in 1982, a group of administrators and teachers at the school gained district permission to begin to address school problems though a school-site committee composed of teachers, administrators, parents, students, and local community leaders.

The pilot project was supported by the Institute for the Development of Education Activities, an arm of the Kettering Foundation that has served as a consultant for other schools interested in school-based management. Hammond High also received support from the Eli Lilly Endowment and the district, mostly in the form of training in consensus building, conflict management, and other techniques needed for effective school-based management.

"In a two-year period, the school really achieved quite a remarkable turnaround," Casner-Lotto reported, "with increased attendance levels, higher levels of student achievement, and a dramatic reduction in academic failures."

Buoyed by that success, the school board agreed to extend the experiment to the two "feeder" schools that led into Hammond High, and ultimately it became a districtwide program, known as the Hammond School Improvement Process (SIP).

SIP allows school-based teams patterned after the Hammond High model to become involved in making decisions concerning curriculum, teaching strategies, the hiring of administrators, professional development, discipline, and school schedules. Among the experiments now underway at individual schools are a transitional first-grade/kindergarten program, a rotating school schedule tailored to the individual learning styles of students, and a mentor/coaching program.

"We have new leadership from the ranks emerging all the time," said Jane Kendrick, Principal at Eggers Middle School in Hammond, a school that has seen a dramatic turnaround in average achievement scores and attendance rates since the school-based plan was implemented. "We're making a great stride toward improving the school culture."

REDOUBLING EFFORTS

Participatory leadership programs work best when teachers, staff, and parents feel they have a real say in their development and refinement, noted Frank Carrano, President of the New Haven (Connecticut) Federation of Teachers/AFT.

New Haven schools, he noted, are home to one of the earliest experiments in participatory leadership, one that began roughly 10 years ago when administrators adopted a "School Planning and Management Team" at every school. The idea, taken from the pioneering work of Yale University Professor James Comer, was to organize principals, teachers, and parents into standing committees, one at each school in the district, and to give them the authority to modify curriculum, school routines, and other critical components. But, because the initiative "was carried out by administrative fiat," most of the SPMTs were little more than paper organizations that had little impact on school life, Carrano said.

> *"Participatory leadership programs work best when teachers, staff, and parents feel they have a real say in their development and refinement."*
>
> *Frank Carrano, President, New Haven Federation of Teachers*

"We realized that we had to begin a process of informing teachers about the options which school-based management would provide for them and hope that they would want to buy into that process," Carrano said.

The program was stepped up in 1986, when two representatives from the union and one from the superintendent's office—began visiting schools and engaging teachers in discussions of how school-based management could be an effective tool for school reform. The union also began to address issues related to school-based management formally in contract negotiations and to press for changes in the structure of existing SPMTs, so that teachers as well as principals had the opportunity to chair school teams.

The union also brought in guest speakers to discuss school-based management projects in other parts of the country and provided literature on the subject to teachers, along with training in conflict resolution and consensus building.

Parents also were encouraged to get involved. Schools developed new activities and projects so that two or three interested parents could become part of the school-based management team. The union also began to work with the New Haven Parent–Teacher Organization to organize a first-ever district conference that will bring teachers

and parents together to discuss school-based management and ways of improving parent–teacher relationships.

The next step in the process, Carrano said, will be to meet with elementary school teachers to discuss the creation of a pilot project, perhaps a teacher-run elementary school.

In New Haven, as in many other school districts, "There are many people whose teaching experience has not been all that positive over the last 5 or 10 years," Carrano said. "We see that this is beginning to bring teachers an element of excitement and hope that they can begin to change some of the conditions that they always thought were unchangeable."

PRINCIPALS' CHANGING ROLES

"Many of you came up through a school system where the principal was the boss, and the principal decided how the school operated," Edward Cavalier, Principal of Rochester's East High School, told participants. In Rochester, New York, "that's no longer true."

Last year, the Rochester City School District embarked on a plan to create school-based management teams composed of teachers, school administrators, parents, and students at each school in the district.

Principals retain responsibility for the day-to-day managerial decisions affecting school sites—arranging building and equipment repairs, for example. But it is the school team that will have final say on fundamental issues in each school, including budget allocation, new employee hires, and teacher evaluation. Significantly, each team is given the authority to make decisions that run contrary to school labor–management contracts or district policy, Cavalier said.

Constituencies elect their own representatives to each school-based team, which in the case of East High School, meets for 2 hours every Monday. Each team has three parent representatives, two students, the school principal, and as many building administrators as the principal deems appropriate. Teachers constitute more than 50 percent of each team under a union-district–Parent Teachers Student Association agreement.

The principal as chairperson of the team is responsible for providing background on issues under discussion and serving as a liaison between planning teams, constituency groups and policy-making boards in the district. But the principal does not have the power to "force" decisions should an impasse arise.

Decisions are reached strictly through "constituency consensus," Cavalier said. If a majority of each constituency is in favor of a proposal, it passes. If a majority of any one constituency disagrees with a proposal, negotiations continue.

"It's a time-consuming process," said Cavalier. The East High School team, for example, spent 9 hours arguing over whether it could decide matters in a weekly meeting if representatives of any one constituency were absent. But, as the group gains experience, "we get to know each other better, we get to understand who's playing what role at what particular point in the discussion, (and) we make decisions much more rapidly."

The East High School team began meeting in February of last year and already has agreed on the budget and school structure for the '89–'90 school year. It also has established a new closed-campus lunch policy for students and is currently discussing ways to implement a home-based guidance program that links faculty members with individual parents and students.

Cavalier believes the new program ultimately will make school management "a much easier process for me as principal than the old process of having to come up with all the solutions and then trying to sell them to people who were not part of the decisionmaking process."

The teacher-evaluation component of Cavalier's job also has changed, thanks to Rochester's Career in Teaching Program, a mainstay of the contract negotiated between teachers and the district in 1987. The program allows Cavalier and faculty members to share responsibility for the evaluation, supervision, and retention of first-year practitioners. It also contains an intervention component, under which tenured teachers set up 18-month mentoring programs for teachers whose performances are deemed unsatisfactory by the principal.

The Career Ladder program and school-based management program have moved Rochester into a climate where "the problems are discussed and the solutions are implemented with everyone having a stake in the process," he said.

Jane Kendrick, Principal of the Eggers Middle School in Hammond, Indiana, said that there are two types of leadership behaviors that principals must develop in order to lead and manage effective shared-leadership programs. The first type, which she termed "transactional behaviors," is the basic day-to-day managerial functions that principals traditionally perform.

The second type, which her district calls "transformational behaviors," is particularly suited to shared decisionmaking situations. These behaviors are:

- The ability to coax groups to develop shared missions and goals;
- The ability to communicate effectively with all groups within the school community;
- The ability to collaborate effectively with faculty, students, parents, the central office, and the community;
- The ability to exemplify desirable adult-learning characteristics as a lifelong learner and an intellectual guide; and
- The ability to provide professional development leadership as a mentor, coach, and provider of resources.

Cultivating these behaviors "is certainly a monumental goal" for Hammond principals, Kendrick says. But it is a goal made easier for her through the training she has received in small-group skills and through the development of a

corps of lead teachers in the district—practitioners who are frequently able to offer her valuable counsel and support, she explained.

NO ONE SAID IT'S EASY

Good models of school-based change are enlightening, but they also can be intimidating to local school leaders who read accounts of Dade, Rochester, and other nationally acclaimed programs. They may conclude that these reforms resulted from a series of unerring administrative and political decisions—a track record that the school board, administration, and union back home would have a tough time matching.

Nothing could be further from the truth, representatives of several participatory leadership projects stressed. Even the best programs contain some "bugs"—in fact, the best programs contain a lot of them, because they take substantial risks in pursuit of substantial rewards.

In Dade, many teachers were surprisingly reluctant to get involved in SBM/SDM at first. Change—even change for the better—was a frightening prospect for many instructors, Mastropaolo notes. Also, "We've encountered a great deal of cynicism: 'Is this going to go away? Is this just another fad? So why bother?'"

Teacher burnout is another problem that worries educators in both Dade and Rochester. School-based management is consuming a lot of time and energy from school leaders—who didn't have all that much to spare under the old rules. More needs to be done to ease the burden of those involved in shared decisionmaking, many speakers argued.

In Hammond, one stumbling block in the Hammond program has been resistance from principals, who are often unfamiliar with, and sometimes feel threatened by, the concept of school-based management, according to Casner-Lotto of the Work in America Institute.

Giving principals more of a say in districtwide operations would help eliminate that resistance, she believes. In Duluth, Minnesota, for example, school principals are represented on a districtwide labor–management committee that oversees the shared decisionmaking programs at individual schools. This gives principals "a voice in district level decisionmaking as equal partners with other district administrators and with union and teacher representatives," she noted.

The Hammond shared leadership program also has suffered from a lack of definition, said Principal Jane Kendrick. Without a clearly defined purpose, "some of the site-based teams were deciding things as important as changing the curric-

Industry Case Study

Both the promise and the pitfalls of shared leadership in the workplace are well known to private firms, Steve Jacobs, Director of Organization Systems Design at American Transtech, assured participants.

Transtech, a division of AT&T based in Jacksonville, Florida, is responsible for the management of 13.6 million shareholder accounts and a variety of other services. To boost productivity and service, American Transtech has experimented with employee-participation workplace models for 6 years.

But the process hasn't always been smooth.

"We've kind of been on the leading edge" of restructuring the workplace, Jacobs told attendees at the conference. "That leading edge, as people at Transtech would explain it, is also the bleeding edge . . . it causes a lot of pain."

About 2 years into the restructuring, in which teams of frontline employees were formed to discuss ways of improving service delivery, Transtech was surprised to find that a hostile management-versus-nonmanagement climate was developing in the division. Four flaws in the work-team approach were contributing to the problem, Jacobs said.

- The organization had failed to give employees any reason to work together in teams. Groups were formed on an *intra*functional basis (employees from the mail room would assemble a mail service team, for example) rather than an *inter*functional basis. Jacobs compared the first tactic to "setting up a football team and then hiring all linebackers." Employees need to talk to people in other departments if they are to make real changes in the workplace, he argued.
- The organization had not given employees any reason to believe the experiment would succeed. Specifically, Transtech didn't give teams the cost figures they needed to make informed business decisions and modifications.
- The organization distanced employees from the end product. It was common to have talented employees ask superiors, "What exactly does Transtech do?" after 2 years in the firm.
- The company had not given employees the opportunity to learn firsthand the customers' needs. This was critical, because those needs had been changing rapidly since the creation of regional phone networks in the early '80s.

Once these problems were identified, the division embarked on a systematic redesign of the work-team approach, and the revamped program is paying handsome dividends for Transtech 3 years later. Employee turnover at American Transtech is the lowest in the industry, and productivity has risen 400 percent over 6 years. The division also has reaped huge gains in both quality of services and profits.

"This approach creates very effective results—but it takes an awful lot of hard work," Jacobs said.

ulum, and others were deciding whether they were going to plant petunias or tulips on the front lawn."

The definition problem also is being addressed in Pittsburgh Public Schools' participatory leadership program, said Superintendent Richard C. Wallace, Jr. There, educators are identifying topics that should *not* be addressed through shared decisionmaking: desegregation policies set and implemented by the Board of Education, for example.

The problems associated with participatory leadership in schools are serious, but they are not insurmountable, most speakers at the conference argued. They can be addressed and solved through training, planning, cooperation, and, above all, the courage to take risks and make mistakes within the education community.

Participatory Leadership in Public Schools . . . How?

How do school boards, teachers, principals and administrators, and communities begin participatory leadership programs in schools? Once formed, how do you gauge the effectiveness of these programs?

It was a twofold question that dominated much of the conference, and Robert Zager, Vice President for Policy Studies and Technical Assistance at the Work in America Institute, provided participants with some clues.

Zager is coauthor of *Allies in Educational Reform*, a study of innovative alliances now underway in urban school districts across the nation. The book argues that it is within the power of every school in every urban district to establish new school-based partnerships and supports that conclusion with case studies of 11 urban school districts. It also offers "how to" advice for starting new alliances. A chart of the types of reforms initiated in each district and the respective mechanisms for change appears as Appendix II.

"The tough job of reforming America's urban public schools will not be accomplished by fiat, threats, exhortation, or slogans," Zager stated at one conference workshop. "It will be accomplished through genuine alliances between management and teachers at the district level and at every school."

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>
> *Robert Zager, Vice President, Work in America Institute*

He outlined several conditions that usually precede the formation of these partnerships, regardless of their location. First, a handful of teachers and managers who want to improve schools begin discussions of possible education reform projects. Talks continue until both sides agree on the desirability and achievability of no more than a handful of modest improvements, and the parties establish enough mutual trust to allow the agreed-upon project to continue in a manner that poses no undue risk to either side. Finally, both sides commit time and resources to the project, and all decisions relating to jointly adopted projects are made by consensus.

"Most educational reformers agree about the objectives of reform—excellence and equity—but they disagree profoundly about how to achieve them," Zager noted. More and more, educators "have come to the conclusion that teachers must play a responsible part [in] designing and implementing any reform that is to have a chance at succeeding."

The book also makes 21 recommendations to communities that are building new school partnerships. They include:

- Teachers and managers should not postpone building new alliances because they have a history of hostile relations. Hostility "often stimulates a search for common ground between the parties," Zager explained.
- Teachers and managers who believe that education reform can be achieved through alliances should seek each other out and begin informal talks about possible school improvements.
- Administrators and teachers can maximize their chances of building successful alliances by ensuring that the interests of neither party are jeopardized by taking part in the project. In additional, both sides should commit adequate time and resources to the project and agree to make decisions by consensus.
- Teachers should be paid for the extra hours devoted to joint activities and provided with release time during normal work hours when necessary.

- Local boards of education, superintendents, principals, and teachers' unions should study the experience of well-developed alliances in other industries.
- Alliances should not dissipate their resources by trying to apply participative methods to every facet of school management at once.
- Local school boards and superintendents should give principals a voice in district-level management if they wish to persuade these building leaders that participatory management is a helpful and nonthreatening approach.
- State governors and legislators should foster alliances at the district and school levels by waiving laws and regulations that impede their progress. State authorities also should ensure that schools in low-income neighborhoods have budgets adequate to hire competent staff.

WHERE DOES THE CONTRACT FIT IN

Critical to the success of the Hammond, Indiana, program is the support of the Hammond Federation of Teachers, Work in America researcher Casner-Lotto said. The union's latest contract, for example, explicitly endorses shared decisionmaking and provides avenues through which teachers and administrators at individual schools may deviate from the contract in order to implement school improvement strategies. The district also has been flexible in granting waivers of its own policy, giving individual schools more freedom to experiment, she noted.

"Union support has enhanced the credibility of this process," Casner-Lotto said. "It's convinced many teachers that this is more than a passing fad or just another mandate from above in disguise."

Zager, however, was not an advocate of building participatory leadership on a contractual basis. Collective bargaining is not flexible enough to support experimentation or innovation with respect to new roles and relationships or the definition and achievement of an organization's objectives, he argued. Participatory leadership agreements in industries such as steel and auto production illustrate that employees are more involved in these plans when they are not dealt with in the context of collective bargaining but in other processes which can serve as a vehicle for joint, nonadversarial problem solving. On the other

Two Views on the Collective Bargaining Agreement

One nationally recognized program to build employee participation through noncontractual means is the California Trust Agreement Project. The 4-year-old project, supported by the California School Boards Association and state affiliates of both the AFT and the NEA, allows local teachers and school boards to address several issues of common concern outside the contract negotiations arena. Trust agreements cover three general categories—peer assistance and evaluation, staff development, and school-site management. It is hoped that school boards and unions will be able to promote innovation and cooperation by working on these issues outside the formal collective bargaining agreement.

Trust agreements have now been set up in 12 California school districts ranging in size from 2,500 to more than 60,000 students, explained Charles Kerchner, Professor of Education and Public Policy at the Claremont Graduate School in Claremont, California and principal consultant on the trust agreement project.

"Contracts are very good documents for linking resources to ends that you already know about," Kerchner said. But they are usually not the types of "working, flexible documents" that are needed in school improvement programs, which are "iffy" solutions at best and usually require frequent adjustment and revision.

The trust agreements "start with a simple idea that schools are not going to be able to reform until teachers and the district can find ways to set aside resources" to address their problems, Kerchner said. The agreements seek to focus the four basic resources within any school district—salaries, time, authority, and commitment—around a particular issue in an effort to effect genuine change.

All of the agreements are written pacts, ratified by both the union and the board of education in each district, that are intended to be binding. Kerchner notes that a few of the trust agreements have, in fact, been folded into district board policy or referenced in labor contracts.

Traditionally, collective bargaining agreements haven't created systems that force people to behave in ways that engender trust, said Tom Manley, an attorney with Hunton & Williams in Raleigh, North Carolina, working to help the U.S. Department of Labor develop new collective bargaining methods that encourage labor–management cooperation. That does not mean, however, that all contractual agreements must be devoid of trust, Manley said. "What is so maddening about the rigid forms and rituals we impose on labor contracts is that they are exactly contrary to the original purpose. The collective bargaining agreement was envisioned 50 years ago as the most versatile of documents. They can be anything we want them to be."

Given that flexibility, organizations that fail to tie employee involvement to collective bargaining "don't do anything other than create a kind of schizophrenia in the workplace," he warned.

hand, he believes some type of written agreement, which may be part of the labor contract, can be useful to document the intent of an alliance and spell out a mutual commitment to prevent or mitigate any adverse consequences. "At some point in any effort to make substantial changes in an urban district, you reach the point where people have to stick their necks out, take risks that may be personal or professional, and if they don't have some kind of protection, they will just hold back."

Tom Mooney, President of the Cincinnati Federation of Teachers/AFT, said it often helps to have at least a skeletal form of participatory leadership built into collective bargaining agreements. That's the approach Cincinnati schools took when they instituted a peer review plan for teachers, and "it's important not only for [avoiding] potential misunderstanding [but also] to protect us from state intervention when budget-cutting time comes," he pointed out.

> *"The collective bargaining agreement was envisioned 50 years ago as the most versatile of documents. They can be anything we want them to be."*
>
> *Tom Manley, Attorney, Hunton & Williams, Raleigh, North Carolina*

From that contractual framework, the district established a joint committee to develop, implement, and oversee the peer review program. The committee also developed written program guidelines that can be revised from year to year. "It gives us flexibility and a firm basis [of] some guarantees through the contract," Mooney said.

Historically, there has been an adversarial relationship between teachers and management in Cincinnati schools. But that hasn't stopped the school district from finding ways to build employee participation into collective bargaining agreements, Mooney said. Both sides are dedicated to finding "mechanisms that force people to behave as if they wanted to cooperate."

He offered as an example a 1985 agreement in the district on class size limits. The union and the district agreed to hire a number of new teachers that, the union estimated, would be needed to keep class sizes manageable. That cap on new hires was built into the teachers' collective bargaining agreement. In return, the union was given a say in how additional teachers would be allocated.

Significantly, some of the strongest supporters of this power-sharing arrangement in Cincinnati were the groups who relinquished power through its creation—the district middle managers and principals. These constituencies traditionally were responsible for teacher allocation, and they often "had to be the flak catchers when things went wrong," Mooney explains.

Although no "right" answer emerged from the conference concerning whether or not participatory agreements should be addressed in contracts, Mooney and many other participants agreed that successful examples of both approaches are emerging.

WHERE DOES 'CENTRAL OFFICE' FIT IN?

District middle management must become more involved in school-based management programs if they are to succeed, some conference speakers suggested.

The district central office "has probably been the biggest impediment to making school-based operation work even faster than it has worked already," said Edward Cavalier, Principal of East High School in Rochester, New York. Because they are not directly involved in participatory leadership programs at the school level, many central office employees "are operating only on the theory of what school-based planning can be" and lack the experience and sophistication needed to make these programs effective, he said.

Jane Kendrick, Principal of Eggers Middle School in Hammond, Indiana, says that lack of sophistication shows up when the school needs to hire new employees. District-level managers negotiated a strong school-based management plan but failed to give principals and practitioners an adequate voice in choosing new hires. "We're given the opportunity to create a vision of excellence, to develop goals and objectives to meet that vision, and yet we have no control over the essential things that make or break us," she said.

One big reason why middle management often fails to get involved in school-based participatory leadership programs is simply because they don't know how, noted Lewis A. Rhodes of the American Association of School Administrators. "When we talked to the central office people . . . they're anxious. They're being perceived as barriers. Their skills are those of line administrators that can't be applied in staff positions where they have to use influence instead of control."

THE NEED FOR TRAINING

Indeed, training was seen by many speakers as a critical component of any shared leadership program.

In Dade County, the union and district jointly sponsor districtwide school improvement conferences twice a year. Time management, conflict resolution, budgeting, and consensus building are a few of the issues addressed. There are also union-district technical assistance teams that regularly visit schools, union staffer Mastropaolo said.

The subject of union-district teams was also highlighted by John Stevens, Director of AFT's Union Leadership Institute. "The union's role must be that of a partner with management," said Stevens, "not only in providing training, but in seeing to it that the training brings about the changes both want." He cited three activities which should result from this broader view of training:

- Helping people set up the parameters for shared decisionmaking by aiding them in devising the new rules, roles, and relationships required.
- Working with people on group process skills they need, not in the abstract but in the context of the everyday problems teams are actually experiencing, and troubleshooting along with management as problems develop.
- Providing mechanisms—through resources, conferences, and so on—that enable people to share experiences and learn from each other's successes and failures.

States also can play a major role in fostering labor–management cooperation in schools. The Pennsylvania Schools Cooperation Committee was started more than a year ago by Governor Robert Casey to encourage cooperation between parties involved in the collective bargaining process in schools, said Patricia Halpin-Murphy, State Deputy Secretary for Labor and Industry. The Committee brings together state-level representatives from organizations representing teachers, principals, school board members, and superintendents to help promote new forms of cooperation as an adjunct to traditional collective bargaining.

The Committee holds regional conferences for district representatives of school board members, teachers, principals, and superintendents and encourages them to set up labor–management committees. So far, more than 10 joint committees have been set up, some of them in districts that have a history of contentious labor–management relations.

A similar approach is being tried in the public employee sector in New York.

The State has committed more than a half-million dollars toward improving labor–management committees involving public agencies and the Public Employees Federation (PEF), which represents professional public service employees in the State and also provides funding for the training. Last year the State hired independent management consultants Sterling and Selesnick of Boston to develop a coaching and training program that would make these committees more effective.

Currently the number of local labor–management committees involving the PEF totals 250; at the agency level there are 37 committees which are required by contract to meet at least twice a year "to resolve issues of mutual concern."

"One of the problems that we found in New York State is that local issues were not being resolved locally," said Hinda K. Sterling, a senior partner with Sterling and Selesnick. "They were getting kicked up to the agency level where they didn't belong. That's where things got bogged down. So what we're trying to teach is that [resolution of] worksite issues should start at the worksite."

The consulting firm developed a 4-day intensive coaching program that analyzes real workplace issues and teaches labor–management committee members positive behaviors that will allow them to conduct committee business more effectively.

Each committee, working in conjunction with an independent "coach," is required to develop an action plan and a working agreement detailing the issues they plan to address in the 60–90 days immediately following the training session. The consultants then follow up to review the action plan and assess the results. By year's end, 50 committees will have gone through the training program.

"The results have been tremendous," said Sterling, who believes the approach could be easily adapted to the needs of educators. "It has had a tremendous ripple effect from the agency level down into the local worksites."

NEW ASSESSMENTS NEEDED

Once you've established some form of participatory leadership in schools, how do you know that it was worth the effort—that teaching and learning have improved?

High school graduation rates are poor ways to assess the matter, Shanker argued. Often communities "are drugged into thinking we are doing a good job" by focusing on this misleading indicator. Some districts dwell on how capably students perform, based on graduation rates, in comparison to kids from the school district down the road. Or they point to the impressive number of local kids who meet the (woefully lax) admissions standards at many U.S. colleges and universities.

Choosing to hide their heads inside this shell of good news, such communities ignore the fact that only a fraction of their graduates possesses the skills and competencies needed to gain admission to colleges and universities abroad—a telling fact in an age when the nation needs to build a work force that can excel in a competitive international economy.

The AFT President said that more telling questions about students' educational progress might include: Out of the current crop of graduates, how many can write a persuasive essay? How many can form intelligent opinions, based on their studies of the Vietnam War or pre–World War II Europe, or the current conflict in Nicaragua? How many can compute a weighted average, or decipher a train timetable?

Similarly, standardized student achievement tests fail to spark rich, informative dialogues about what students should be learning and accomplishing. Yet they remain the school assessments of choice in many American communities, said Paul Hill, senior social scientist with the RAND Corporation. In communities where "a mechanistic long-distance relationship between the public and the school [has developed], something like a test-based accountability scheme is virtually inevitable."

"They can be done in the good old American way, which means to wind it up, let it go, and never think about it—and we all like that," said Hill.

"To put it loosely, most of the forms of these tests we use are for spectators rather than performers," said Grant Wiggins, special consultant with CLASS, an education consulting firm in

Rochester, New York. "What we want to know is how students perform at the real thing."

School districts traditionally use assessments to help rationalize and objectify decisions that have to be made in a bureaucracy about promotion and retention, noted Holly Houston, also a consultant with CLASS. In reality, good assessments require less time on evaluations of teachers and more on evaluations of learning: Is the teaching that's offered in the school having its intended effect?

The best way to judge that, Houston said, is to have evaluators visit schools with three questions in mind: First, are the students at the school in question engaged in meaningful work? (Often this simply involves pointing to a task that a student is undertaking and asking, what are you doing? How are you doing it? What does it mean?) Second, are students capable of showing that they have mastered important skills and knowledge? And finally, is the faculty composed of teachers who are engaged problem-framers and problem-solvers?

> *The challenge is "to transform the system...into one where student success is the most important thing."*
>
> *Holly Houston, Senior Associate, CLASS, Rochester, New York*

The challenge is "to transform the system from a rule-driven bureaucratic framework of operation into one where student success is the most important thing." The results of this evaluation should be to guide professional development activity at the school site, Houston said.

Kenneth R. Lay, Director of Education for External Programs at IBM, underscored this need for results-oriented teaching and learning at all education levels. "One of the keys to success in global competition is a competitive work force—a work force in which your employees know more and can do more than those of your competitors," he said. "With the introduction of high-quality learning systems, we can move from an attendance-based education system to one that is performance-based."

A FAILURE OF WILL

Better assessments can be developed, Hill said, but only if communities are willing to get involved in education. Business and religious leaders, service groups and parents must meet with school practitioners to agree on realistic student goals. Discussions should not be of the "raise test scores by 1.75 standard deviations or you'll be fired" variety; rather, they should be regular brainstorming sessions that develop potential solutions to problems affecting specific groups of students. Reaching consensus on problems, solutions, and goals will be extremely difficult but necessary, Hill said. It is impossible to assess how well a school is doing until there is general agreement about what it should be doing, he argued.

Assessments of student performance are a keystone of school accountability, and Hill suggested several models that could be used in lieu of, or in addition to, standardized tests:

- Neighborhood evaluations by a panel of parents, local civic and business leaders, and professionals. The panels would make formal, announced visits to schools in their communities in order to collect information for these assessments.
- Collegial evaluations by panels of teachers and community members from school districts serving similar populations. These outside panels would not graft their own particular education goals and strategies onto the schools being evaluated; rather, they would judge schools based on the local community's stated goals and strategies.
- Evaluations by a panel of teachers, administrators, and parents from institutions that are "fed" by the schools under examination. "If there is anybody who knows how good an elementary school is, it is the people who run the junior high school," Hill explained. "And, for that matter, if there is anybody who knows how good the high school is, it's the people in the immediate vicinity who might hire some of the kids part-time and the community college or the university in the area."
- Independent, paid consultants who evaluate schools based on the site plan adopted by the school and community.
- Evaluations based on individual student portfolios, which could include essays and live performances along with traditional standardized tests.

Feasibility is not the problem. Good examples of performance-based tests can be found in portions of the National Assessment of Educational Progress and in Advanced Placement exams, Wiggins said. Other nations and a few communities in the United States also are allowing teachers to develop tests that assess real skills.

> *"It's a problem of will—the will to invest in human judgment."*
>
> *Grant Wiggins, Consultant, CLASS, Rochester, New York*

Wiggins pointed to assessments being developed in Great Britain and Canada, for example, that determine if students at the middle school level can devise an experiment to calculate how far a windup toy will travel—not an easy question since the toy doesn't always travel in a straight line. After students devise the experiment, they are asked: What would you do differently to make the experiment better?

There obviously is no correct answer to the question, Wiggins noted. Examiners must use their own judgment to determine how well a student has answered it. That type of assessment is

valuable, but it runs contrary to what Americans want and expect in student assessments. "We have in this country, unlike any other country in the Western world, tried to do our best to design an assessment system that obviates the need for judgment.

"It's a problem of will—the will to invest in human judgment, the will to invest in training teachers to reach consensus about standards and to apply those standards, and [the will] to make sure there is time and training and examples and practice to do performance-based assessment."

That trend may be changing, however. At New York City's Central Park East Secondary School, for example, parents must accompany students to the school twice a year and review a portfolio of their children's work with teachers, said school Director Deborah Meier. This not only provides opportunities for substantive assessments, it also builds trust between the school and the community, she added.

In Dade County, each participating SBM/SDM school submits to the district an accountability model that it develops with the assistance of the Office of Educational Accountability. Although accountability models vary, most use standardized tests as only a part of the overall evaluation package.

"The bottom line in all of this is increased student achievement," union staffer Mastropaolo said. But that bottom line must be tempered with patience, she quickly added. "The only thing we refuse to do is to be stampeded into making judgments when none should be called for yet. These things need time to take hold."

Participatory Leadership in Public Schools . . . When?

Pat Choate, Vice President for the Office of Policy Analysis at TRW, Inc., told the audience at one conference workshop how he recently walked into a Washington, D.C., drug store and spied a slide rule...with a small calculator fastened to one end!

Clearly, changes in technology and the overall economy are coming at a breakneck pace, and "a lethal situation" is emerging in the American workplace, warned Sue E. Berryman, Director of the National Center on Education and Employment. The grim outlook stems from the confluence of three social forces—a restructuring economy with accelerating skill demands, a demography that is unfavorable to meeting these demands, and systems of schooling that generally are ignoring these trends.

In 1900, about 30 percent of the labor force worked as agricultural or nonfarm laborers, and about 10 percent worked in professional, technical, or managerial occupations. In 1980, the percentages had roughly reversed—with about 6 percent working as laborers and 26 percent as professionals, technicians, or managers, she noted.

What's needed is a national program that promotes lifetime learning, and it would be foolish to leave such a program strictly in the hands of private employers.

"Well-educated people are not only the most likely to find employment but also the most likely to receive training from their employers," Berryman notes. Those that start their careers lacking academic and problem-solving skills—skills that encourage employers to invest in their training—fall further and further behind.

Choate also stressed the need for lifetime education. Today's workers will still constitute 85 percent of the U.S. labor force in the year 2001. For at least the next two decades, therefore, employers will be forced to draw primarily from this pool of workers to fill job vacancies, Choate noted. "In this very competitive period, we are either going to make it or break it . . .with people who are already in the work force."

Unless public education improves, the United States could witness the emergence of a "dual labor market," Berryman warned, in which unskilled laborers find shrinking opportunities, while well-educated, well-trained employees enjoy rising incomes and expanding choices.

Also, the demand for highly skilled workers is outstripping the supply. The number of new entrants into the work force is decreasing, and larger proportions of new workers come from poorly educated families.

Although schools have attempted to meet these challenges, they generally have been overmatched. "One official I was talking to recently described education reform in his State [as] a mile wide and an inch deep," Berryman said.

MORE THAN BASICS

School reform in many districts means putting more emphasis on drill-and-practice methods of teaching the basics. These "top down" measures do little to equip youngsters to handle the complex, information-processing problems typically found in the workplace, Berryman said.

And these types of reforms often lack compassion, noted Deborah Meier, Director of the Central Park East Secondary School in New York City. Consider, she said, the implications of forcing teachers to assign students 30–40 minutes of homework a day: That adds up to 5 hours of grading every night, if you assume a teacher will spend 2 minutes reviewing each homework assignment turned in by his or her 150 students.

> *It's critical that we develop new forms of schooling that will prepare youths for this new workplace.*
>
> *Sue Berryman, Director, National Center on Education and Employment*

Charles McDonald, Assistant to the Secretary-Treasurer of the AFL–CIO, said the main task of schools should not be to prepare students to perform one specific task but to prepare them to adjust to an ever-changing work environment. That means not only teaching the basics of reading, writing, math, and science but also teaching students to reason effectively.

"It's nice to say that we have to prepare everybody to be a computer jock in the year 2000," he noted. But "if you looked at what happens in the year 2000 with what we project in the year 1989, I'm sure that [projection] is going to be off by very substantial percentages."

Flexible production is replacing mass production in today's economy as more companies realize that they can gain an enormous competitive edge if they respond quickly to demands for new products and services, Berryman said. "Thus, companies not only are dealing with more varied production but faster production, and these companies cannot afford to buck the decisions needed to support flexible and varied production up the supervisory line and back down. This means that people are having to make decisions on the shop floor—in other words, exhibit higher- order thinking capabilities that our schools often are not organized to teach."

The trend to flexible production also is flattening out company hierarchies, eliminating supervisory and middle management positions, and workers must have the ability to self-regulate, self-direct, and coordinate their activities as a team.

Rarely does a student learn to work as a member of a team, responsible not only for his or her own performance but also for the performance of a group.

It's critical that we develop new forms of schooling that will prepare youths for this new workplace, Berryman said. Schools must develop new approaches that show students how to identify problems, how to ask questions, how to find resources that they need in order to learn, how to

A Cautionary Tale

You did not need an agenda to know it was the last meeting of the conference. The bags sat packed and waiting by tables in the large hall, where a cold-cut luncheon was quickly being served. The lines at the pay phones were longer than usual. Tickets, itineraries, and hotel bills littered a few tabletops. People were teaming up for cab rides to the airport.

Noise.

Movement.

Distractions.

The inevitable crush for the doors would not begin, however, until participants heard from Fletcher L. Byrom, former CEO of Koppers, Inc., and former Chairman of the Conference Board and the Committee for Economic Development. He began his speech with a story.

He told of a crane operator who was using a large hook, suspended at the end of a boom, to pull down the wall of a building that was being demolished. Unfortunately, the crane operator began pulling before his coworkers had properly weakened the building by cutting through its steel frame. The boom grew overstressed, it broke and landed on a nearby building, causing extensive damage.

A civil suit followed. The crane operator was called to the stand and asked why he disregarded not only the shouts of his coworkers but also the warnings on his instrument panel. "Well, those darn bells and the lights in the cab were making so much noise and so much light that I couldn't see anybody else," he replied.

Education, Byrom said, also has its own warning signals to let people know when things have gone disastrously wrong. He mentioned one of the most telling: Of the youngsters who graduate from high school, only 20 percent can write an acceptable letter of application for a job, according to one recent survey. Only 12 percent can deal with common fractions. Only 4.9 percent can use a railroad timetable or bus schedule.

Those are the ones who graduate.

The speaker went on to quote from the minutes of a talk delivered in 1974—15 years ago to the week—to the Pennsylvania State Association of School Administrators:

"John Goodlad, Dean of the UCLA Graduate School of Education, says that school principals must create climates for change by acting as leaders of teams rather than as authority figures. In a study of some 260 elementary classrooms around the country, he and his colleagues discovered small clusters of concerned teachers who were eager to learn and improve but who were frustrated by bureaucratic procedures."

Later, Byrom was interrupted in mid-sentence by the loud ringing of a bell, rising and falling across the room. Then the overhead lights began flashing. The speech was quickly drowned out by whispers from the audience, which seemed, by turns, curious . . .amused . . . .disturbed . . .and finally, when the warnings refused to subside, a little frightened. A few even started for the exits when a shout was heard from the back of the room.

The bells!, someone yelled between chuckles. *The bells!*

Other people, mindful of Byrom's story, soon took up the call: *The bells! The lights! The bells!*

The laughter built, spread—but remained a little sheepish. Everyone, it seemed, knew he had been a little slow to catch on.

communicate and interpret information, and how to make decisions under less-than-ideal conditions.

One key to improving schools may lie in discovering the proper mix of local, State, and federal support, Berryman said. Agriculture might provide some clues. Here we find another historically decentralized American industry which has achieved stunning productivity gains over 2 centuries. Behind this success story are State land grant colleges, experimental research stations, and the agricultural extension agent network—an effective research and development program supported by State and federal contributions.

OPPORTUNITIES AHEAD

This year the Department of Labor will give 12 cities planning money to develop high quality, intensive programs targeted to the education and training needs of disadvantaged and at-risk youth. These programs could serve as models for preparing the next century's work force by encouraging coherent human resource development policies. Such policies could coordinate a variety of State and federal assistance to enable more at-risk students to complete high school and attain workplace skills.

The predicted slow growth of the labor force, falling significantly short of the likely demand for workers over the next several decades, creates a priceless opportunity for these new work force entrants and others such as minorities, women, the disadvantaged, and the disabled who have historically suffered from high unemployment. These groups will finally have a chance to be fully integrated into the labor market, said Secretary of Labor Dole. "I want to watch the 14.4 percent youth-unemployment figure come down. That is absolutely my top goal," she reiterated. "It would be a cruel irony indeed if this favorable convergence of the economy and demographics found these young people unprepared."

Summary and Recommendations

It was not anticipated that a single vision of school restructuring would emerge from the conference. There are no fixed recipes for change. It is a process that can be begun at many starting points, can take many routes, and must be carried out within the political, cultural, and technical constraints of a particular organization.

There was broad agreement, however, that the members of an organization can be proactive in defining and initiating change and that the labor–management relationship can be a powerful vehicle for planning and carrying out the process. A joint partnership can provide the framework within which risk taking can be encouraged, commitment can be built, and involvement of employees at all levels can be assured and maintained.

With respect to the public schools, the need for change is not only paramount but urgent. There is often little to be gained from striving to perfect existing strategies or to perform the same tasks better. In many cases, systemic change is necessary, which must involve school employees at every level and be supported by a broad constituency of stakeholders in the community.

Several themes recurred throughout the conference proceedings, and several recommendations suggested themselves. Among them are the following:

- The nation can't afford another generation of children whose achievements fall short of their abilities. We need to impress upon all constituencies a sense of common urgency and move the dialogue from merely improving schools to redesigning them. The state of American education and the continued underrealization of the potential of youth creates the urgency for change.
- While good models of school-based change exist, it is more important to make a reasoned beginning than to strive for perfection in a comprehensive plan. Some of the most acclaimed restructuring programs resulted from a beachhead in a single school or organizational subsystem by a small group of committed teachers and administrators. Along the road to systemwide change, many risks were taken and many mistakes were often made.
- In order for meaningful improvement to take place in educational achievement, systemic change must occur in the subsystems which define schools as work organizations. This means that roles and relationships must be redefined, power must be viewed differently and more professionally, authority and decision-making must be more widely dispersed, and all members of the organization must take responsibility for defining and implementing its operational and technological characteristics.
- The ultimate goal of educational change is improved student performance. We need to ensure that changes in rules, roles, and relationships are means to this end. In addition, we need to develop a common vision of what we want students to be accountable for and how to utilize performance-based student assessment as a means of evaluating our results.
- Improving student achievement requires all of us to seek ways of diminishing traditional adversarial relationships, concentrating instead on the interests we share in common. We need to focus and apply participative management techniques to areas deemed most crucial to our common goals. Both formal contractual as well as informal avenues for restructuring schools must be established, and we must encourage risk taking and leadership through enhanced autonomy at the school site.
- The labor–management relationship can be an important vehicle for change within public ed-

ucation. We must recognize that the current players within the school system—teachers, administrators, and school board members—must take the most active roles in promoting, defining, and implementing the changes that will support more viable education strategies. At the same time, the identification and achievement of joint labor–management goals will encourage the attention and support of business and community-based groups that are necessary for innovation.

- The support of outside stakeholders—parents, community organizations, business, and State and federal governments—are essential to systemic reform. These groups can provide not only resources but the support that is essential for risk taking. They also must be part of the important consensus which should be reached in each community on the role of the schools, realistic educational goals, assessment of student achievement, and potential solutions to problems affecting specific groups of students. We need to assure parents a substantive voice in affecting and monitoring change, and we must learn from the experiences of businesses and other organizations undergoing similar structural change. Finally, we must reestablish the vital role of the community in ongoing communications concerned with accountability.
- The importance of assuring the involvement of school-level administrators in new forms of decisionmaking must be emphasized. Although systemic reform will result in a wider dispersion of the decisionmaking role, the talents and skills of administrative leadership will still be necessary.
- Changes at the school level need to be supported at the system level, particularly through the removal of bureaucratic impediments to change. Midlevel management should serve as a resource for, rather than as a policeman of, school operations, and all employees of the system should be included in the framing and execution of the schools' mission.
- Investment in human resource development is essential to the process of restructuring schools. Few teachers and administrators have experience in the group process skills and facilitation techniques that are necessary to define and bring about systemic change. Training can also be valuable in techniques to build trust and a more effective labor–management relationship. We need to replace one-shot staff development and inservice training with ongoing programs relevant to the needs of those entrusted with change. In addition, we must utilize communication vehicles that allow both inter- and intradistrict sharing of information and provide quality and cost-effective training through such means as enhanced use of technology and crosstraining of employees.
- Although resources will be needed for training in new forms of decisionmaking, and time will have to be made available for group processes, restructuring efforts need not involve an unending supply of additional funds. The potential exists for the restructuring process to more than pay for itself in the wiser use of current resources, the leveraging of school resources by involvement from outside organizations and individuals, and the better achievement of educational goals.

APPENDIX I

CONFERENCE AGENDA

THURSDAY, MAY 11

9:00 – 9:30 a.m.

Welcome

BRUCE GOLDBERG, Co-Director, AFT Center for Restructuring

MARILYN SILVER, Vice President, Youth and Education Programs, National Alliance of Business

ERLING W. CLAUSEN, President Elect, American Association of School Administrators

KELLEY ANDREWS, Associate Deputy Undersecretary, U.S. Department of Labor

9:30 – 10:30 a.m.

General Session

Introduction:
LOUISE SUNDIN, AFT Vice President, President, Minneapolis Federation of Teachers

Keynote:
ALBERT SHANKER, President, American Federation of Teachers

10:45 a.m. – 12:15 p.m.

Panels

- The Irrelevance of School
- What's Working: Allies in Education Reform
- Where We're Heading: Restructured Schools

12:20 – 1:45 p.m.

Luncheon

Introduction:
ROBERT G. PORTER, Secretary Treasurer, American Federation of Teachers

Speaker:
ELIZABETH DOLE, U.S. Secretary of Labor

2:00 – 3:30 p.m.

Workshops

- Inverting the Pyramid: Site-Based Management
- Evaluating Results
- Trust and the Changing Role of Unions
- New Forms of Cooperation: State and Local Initiatives
- The Evolving Role of Midlevel Management
- Necessary Resources: Training and Support

3:45 – 5:00 p.m.

Plenary Session

Introduction:
ROBERT G. PORTER, Secretary-Treasurer, American Federation of Teachers

Speaker:
CHARLES McDONALD, Assistant to the Secretary-Treasurer, AFL-CIO

FRIDAY, MAY 12

7:30 – 8:30 a.m.		**Mini Presentations**
		Summaries of prior day's workshops
	GROUP I	1. The Irrelevance of School
		2. Evaluating Results
		3. Trust and the Changing Role of Unions
	GROUP II	1. Where We're Heading: Restructured Schools
		2. The Evolving Role of Midlevel Management
		3. New Forms of Cooperation: State and Local Initiatives
	GROUP III	1. What's Working: Allies in Education Reform
		2. Necessary Resources: Training and Support
		3. Inverting the Pyramid: Site-Based Management
9:00 – 11:30 a.m.		**Workshops: Networking and Problem Solving**
		JOHN STEVENS, Director, AFT Union Leadership Institute
		BILL HARTY, Assistant Director, AFT Union Leadership Institute
		BOB ALLEN, Director of Field Services, New York State United Teachers
12:00 – 2:00 p.m.		**Luncheon**
		Introduction:
		GEORGE SPRINGER, AFT Vice President, President, Connecticut State Federal of Teachers
		Speaker:
		FLETCHER L. BYROM (retired), Former CEO, Koppers, Inc., Former Chairman of the Committee for Economic Development and the Conference Board
2:00 p.m.		**Adjournment**

This conference is underwritten by a grant from the U.S. Department of Labor, Bureau of Labor-Management Relations and Cooperative Programs with, additional funding from the US WEST Foundation.

PANELS

THURSDAY, MAY 11

10:45 a.m. – 12:15 p.m.

1. The Irrelevance of School

What do changes in the economy mean for what and how we teach in school? What kinds of changes in the structure and organization of schooling might be necessary for the U.S. to become more competitive?

Moderator:

MARSHA LEVINE, Co-Director, AFT Center for Restructuring

Presenters:

SUE BERRYMAN, Director, National Center on Education and Employment

PAT CHOATE, Vice President, Office of Policy Analysis, TRW, Inc., Member, Secretary of Labor's Commission on Workforce Quality and Labor Market Efficiency

2. What's Working: Allies in Education Reform

A two-year national policy study demonstrating how educational reform can be achieved through genuine alliances between management and teachers will be discussed. The soon-to-be-released Work in America Institute report is based on eleven case studies of schools and school systems around the country that have been particularly successful.

Moderator:

THOMAS HOBART, AFT Vice President, President, New York State United Teachers

Presenters:

JILL CASNER-LOTTO, Research Editor for Policy Studies, Work in America Institute

ROBERT ZAGER, Vice President, Policy Studies and Technical Assistance, Work in America Institute

3. Where We're Heading: Restructured Schools

What does it feel like to restructure a school? What about a school system? What is the desirable relationship between a restructured school and the larger system? These are the kinds of questions the panelists will address based on their individual experiences in a unique school in New York City and in one district, Pittsburgh, Pennsylvania.

Moderator:

MARILYN RAUTH, Director, Educational Issues Department, American Federation of Teachers

Presenters:

DEBORAH MEIER, Director, Central Park East Secondary School, New York City

RICHARD C. WALLACE, JR., Superintendent, Pittsburgh Public Schools

WORKSHOPS

THURSDAY, MAY 11

2:00 – 3:30 p.m.

1. Inverting the Pyramid: Site-Based Management

A discussion of some of the more innovative ways site-based mangement has been utilized. Dade County, Florida, and New Haven, Connecticut are highlighted. The role of parents in shared decision-making will be examined, as well as the practical problems involved in establishing shared decisionmaking. The panel will also highlight how one corporation has developed "autonomous work teams" and what the implications of this new form of organization might be for schools.

Moderator:

SALLY BARNETT, President, Dearborn Federation of Teachers, Dearborn, Michigan

Presenters:

FRANK CARRANO, President, New Haven Federation of Teachers, New Haven, Connecticut

STEVE JACOBS, Director, Organizational Systems Design, AT&T American Transtech, Jacksonville, Florida

MARIE MASTROPAOLO, Director, Department of Professionalization, United Teachers of Dade, Miami, Florida

2. Evaluating Results

How are we to evaluate the impact of reform and restructuring at the district level? How should student assessment change, and what will this mean for redesigning schools? In what ways should teacher evaluations change in this new context of restructured schools?

Moderator:

ANTONIA CORTESE, AFT Vice President, 1st Vice President, New York State United Teachers, Albany, New York

Presenters:

PAUL HILL, Senior Social Scientist, RAND Corporation, Washington, D.C.

HOLLY HOUSTON, Senior Associate, Consultants on Learning, Assessment & School Structure, Rochester, New York

GRANT WIGGINS, Special Consultant, Consultants on Learning, Assessment, & School Structure, Rochester, New York

3. Trust and the Changing Role of Unions

How has reform affected the traditional collective bargaining, relationship between union and management? This session will explore alternatives such as win/win bargaining and the California "trust agreements" and what these alternatives say about the changing nature of unions.

Moderator:

JULIE KOPPICH, Associate Director, PACE, University of California, Berkeley, California

Presenters:

CHARLES KERCHNER, Professor of Education and Public Policy, Claremont Graduate School, Claremont, California

TOM MANLEY, Attorney, Hunton & Williams, Raleigh, North Carolina

TOM MOONEY, President, Cincinnati Federation of Teachers, Cincinnati, Ohio

4. New Forms of Cooperation: State and Local Initiatives

This workshop focuses on three unique ways that local and State initiatives have furthered cooperation and productivity in education and in government. The session will examine the lessons learned as well as the impact such programs have on productivity and morale.

Moderator:

CARL ROHLOFF, President, East Detroit Federation of Teachers, East Detroit, Michigan

Presenters:

IRA HARKAVY, Director, Office of Community-Oriented Policy Studies, University of Pennsylvania, Philadelphia, Pennsylvania

PATRICIA HALPIN-MURPHY, Deputy Secretary for Labor and Industry, Pennsylvania

HINDA K. STERLING, Senior Partner, Sterling and Selesnick, Boston, Massachusetts

5. The Evolving Role of Mid-Level Management

How has professionalization, empowerment and school-based management affected the principalship? The session will also consider how supervisors in the private sector have been coping with increased employee participation in decisionmaking.

Moderator:

LEWIS A. RHODES, Associate Executive Director, American Association of School Administrators

Presenters:

EDWARD CAVALIER, Principal, East High School, Rochester, New York

JANE KENDRICK, Principal, Eggers Middle School, Hammond, Indiana

DEBRA WALTON, Manager, Employee Involvement and Training, Allied Signal Corp., Aftermarket Division, Greenville, Ohio

6. Necessary Resources: Training and Support

Maintaining a flexible organization demands continuous education and training, which can be integrated easily into the everyday life of the organization. The workshop will highlight what role labor has to play in the increasing importance of internal education as well as how one of the nation's largest corporations has restructured its own education program.

Moderator:

DALE BOATRIGHT, Assistant Director, Educational Issues Department, American Federation of Teachers

Presenters:

KENNETH R. LAY, Director of Education, External Programs, IBM, Armonk, New York

JOHN STEVENS, Director, Union Leadership Institute, American Federation of Teachers, Washington, D.C.

HENRY GUZDA, Planning, Policy, and Research Staff, Bureau of Labor–Management Relations and Cooperative Programs, U.S. Department of Labor, Washington, D.C.

APPENDIX II

HOW ELEVEN SCHOOLS/SCHOOL DISTRICTS ACHIEVED REFORM

School Districts	Types of Reforms Initiated	Mechanisms for Change
1. ABC United School District, Cerritos, California	A streamlined management organization and partially decentralized budget process, which has increased funds for schools and school-level control of funds	Management associations of school administrators, which meet regularly with the district superintendent
	Districtwide curriculum development and evaluation by teachers	A Curriculum Master Plan Council and subject-area committees made up of teachers from each school and management facilitators
	Mentor Teachers	Selected by teacher committees
	Instructional Resource Teachers	Appointed by administration
	Teacher involvement in staff development and inservice training, selection of principals, determination of disciplinary procedures, and development of new instructional techniques	School site councils, departmental forums, off-site retreats, and staff development workshops
2. Cincinnati (Ohio) Public Schools	A peer appraisal plan, new teacher allocation methods to relieve overcrowded classrooms, new grading and promotion standards, improved professional teaching and learning conditions, and career ladders for new teachers	Joint union-administration committees
	Improvement of certain low-performing neighborhood schools through implementation of all-day kindergarten programs and several other reforms	A joint planning committee for identifying eligible pilot schools and conducting a selection process; teacher involvement in specific improvement plans
3. Dade County (Florida) Public Schools	School-Based Management/Shared-Decision Making program which has included a wide variety of school reforms, such as a new bilingual and basic skills curriculum, nontraditional staffing techniques, and new scheduling procedures	A joint union-administration task force to oversee the school-based improvement program various school-site structures to carry out reforms, such as quality circles, faculty councils, and departmental committees
	Satellite learning centers established at business sites	A joint union-administration program implemented in conjunction with the business community
	Saturday morning tutorial programs established at inner-city schools	Regular teachers, who are paid for their extra tutorial work

School Districts	Types of Reforms Initiated	Mechanisms for Change
	Dade Academy of the Teaching Arts, a nine-week professional develoment program for teachers based at a functioning high school	Mentor teachers who work with other teachers; overall project is collaboratively run by the administration and union with participation of consultants from local universities
	Partners in Education, a school improvement program focused on inner-city schools	A joint program of the administration, union, as well as other local organizations; teacher-administration school committees
	Teacher Recruitment Internship Program	A collaborative project between the University of Miami, the school district, and the American Federation of Teachers
4. Duluth (Minnesota) School System	Participative Management/Quality of Work Life process, which has focused on improvements in instruction, teacher evaluation, staff development, and budgeting to increase school-level control over financial resources	A districtwide Quality of Work Life Steering Committee, composed of school board and central administration representatives, school principals, and union members; joint school-level quality circles and problem-solving groups
5. Hammond (Indiana) School District	A School Improvement Process, which has included improvements in such areas as curriculum development, instructional strategies, professional development, peer evaluation, disciplinary procedures, staffing needs and hiring, and scheduling	Joint school improvement teams, which may set aside elements of the master contract in order to carry out improvement plans
6. Jefferson County Public Schools, Louisville, Kentucky	A districtwide restructuring effort including the following components: Professional Development Schools, participation in the Coalition of essential Schools, a school district/University of Louisville project to redefine the induction process for the teaching profession, Learning Choice Schools, and a Middle Grades Assessment Program	At district level, led by the Gheens Professional Development Academy, a human resource development center for teachers and principals; at school level, a variety of teams and other participative structures

Schools	Types of Reforms Initiated	Mechanisms for Change
7. Central Park East Secondary School, New York City	A totally restructured school, in which teachers have designed a common core curriculum in humanities/social studies and in science/mathematics. Teacher involvement in staff development activities, grading scheduling of classes, hiring new faculty, student recruitment, discipline, teaching strategies, selection of teaching materials, and some issues of general administration	"Houses," groups of 80 students, each led by a team of four faculty members; content teams to plan curriculum; weekly faculty breakfast meetings, and weekend retreats
8. Hope Essential High School Providence, Rhode Island	A "school-within-a-school," in which teachers have developed new curricula in English, mathematics, sciences, and social studies; teacher involvement in selection of teaching materials, scheduling, grading and reporting, professional development, and some issues of general administration	Team planning sessions held twice a week
Special Programs	**Types of Reforms**	**Mechanisms for Change**
9. Humanitas Academy, Los Angeles Unified School District and Los Angeles Educational Partnership	An interdisciplinary humanities curriculum completely designed and implemented by teachers	Semi-autonomous teams of teachers organized at the school level
10. Writing Across the Curriculum, School District of Philadelphia and Philadelphia Alliance for Teaching Humanities	A teacher-directed program to improve teachers' skills in writing instruction and student writing skills, and to increase the use of writing as a means of learning all subjects	At district level, Executive Committees including district superintendent, curriculum specialists, principals, teachers, and librarians; District Teams, which conduct training sessions for teachers and principals; and Teacher Consultants, specially trained teachers who work one-on-one with other teachers; at school level, a School Writing Team, composed of teachers and administrators; School Writing Leader, a teacher or department chair who serves as the school's project resource person and activities coordinator
11. Schenley High School Teacher Center, Pittsburgh, Pennsylvania	A teacher development and renewal program based at a functioning high school, designed jointly by the district and union, and focused on teachers training teachers	*Visiting teachers*, who spend eight weeks in the program; a core of *replacement teachers*, who cover the regular teaching duties of the visiting teachers; *resident teachers*, chosen from applicants and recruits across the district, who combine regular teaching with training activities involving visiting teachers; and *clinical resident teachers*, who serve as "peer coaches" for the visiting teachers

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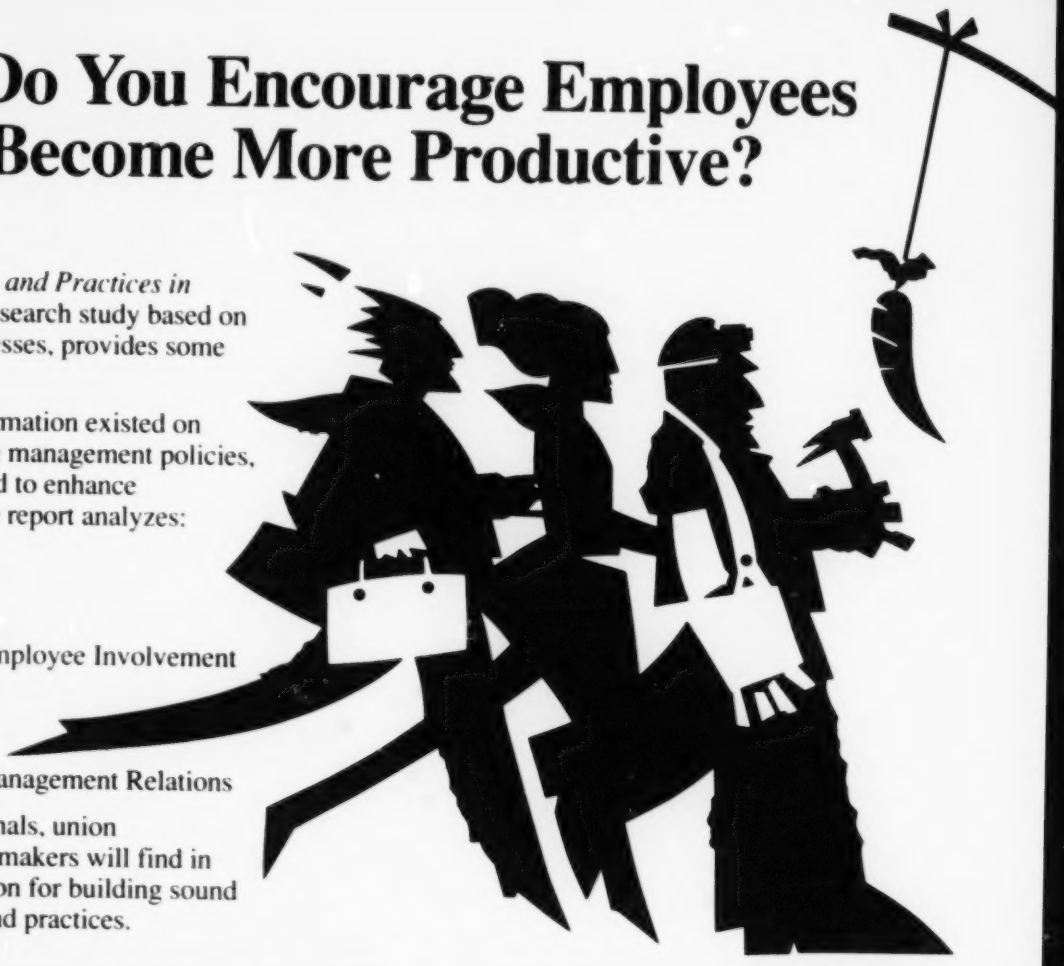
How Do You Encourage Employees to Become More Productive?



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